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FROM
SOCIAL PLANNING COUNCIL
OF METROPOLITAN TORONTO
TO
THE ROYAL COMMISSION ON
METROPOLITAN TORONTO
1964

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March 13, 1964.

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1964

1. Mr. Commissioner:
2. The Social Planning Council of Metropolitan Toronto (hereinafter referred to as the Council) is an incorporated voluntary citizens' organization whose purpose is to promote an effective, well-balanced program of health, welfare and recreation services, governmental and voluntary, for Metropolitan Toronto. The Council is a member agency of the United Community Fund of Greater Toronto. The Council also receives grants from charitable foundations and governments for particular services and special projects, as well as membership fees from its own members, which include health, welfare and recreation agencies both governmental and voluntary, community associations, groups and individuals.
3. The Board of Directors of the Council* consists of 45 community leaders who are broadly representative of many segments of the community.
4. The Council, therefore, welcomes the opportunity to make this submission to the Royal Commission on Metropolitan Toronto. Health, welfare and recreation needs of the people are a basic concern of the municipality, supported by the senior levels of government. The municipal structure and the responsibilities of the local government, therefore, are important factors affecting the overall pattern of social services available to the people in the Metropolitan area.

*See attached list.

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5. In submitting this Brief, the Council underscores the need for an increasing emphasis on welfare, health and recreation services in Metropolitan Toronto. Expenditures for such services by Metro and the local area municipalities exceeded \$40 million in 1961, although the major pressure in Metro's first ten years of necessity has been on the development of basic and essential services. The Metropolitan Council's tenth anniversary report suggests an increasing emphasis on social and community welfare in the next ten years. However, in a recently published study, Metro Toronto: A Decade Later, by Dr. Frank Smallwood, an increasing emphasis on such fields as welfare, housing, recreation and the like, which are of a considerably more contentious nature, promises to bring increasing strains upon the original federation framework.

6. The purpose of this Brief is to submit to the Royal Commission information and recommendations pertaining to these fields of service. Our recommendations stem from the recently completed report of A Study of the Needs and Resources for Community-supported Welfare, Health and Recreation Services in Metropolitan Toronto, a copy of which is forwarded with this Brief. This study is of major significance and comprehensive in scope and was carried out under the auspices of the Council, with the financial support of the Metropolitan Council, the United Community Fund of Greater Toronto, and the Atkinson Charitable Foundation. Under the direction of an independent General Committee composed of lay and professional people with advisory assistance from governmental departments, the initial Chairman was Senator M. Wallace McCutcheon, and the study was completed under the direction of three Joint-Chairmen: Mrs. Kaspar Fraser, Mr. John T. Weir, Q.C., and Mr. Raphael Wolfe.

I. GOVERNMENT-VOLUNTARY CO-OPERATION AND PLANNING

7. There is a need for greater co-operation and collaboration among governmental and private organizations in the provision of social services, and for a greater emphasis on planning generally. An increasingly important role is being assumed by public services, and this must be combined with the complex of strong voluntary services which have developed in this Municipality out of a long tradition.
8. The growth and changing character of Metropolitan Toronto have a distinct bearing on future welfare services, and authorities responsible for the physical development of the community must take into account its social needs and the social results of their actions. This is not fully recognized in Metropolitan Toronto, and while we have accepted the need for long-range planning in such matters as subdivisions, community zoning and re-zoning, social planning groups have not been sufficiently consulted regarding the social aspects involved. For example, when new subdivisions or changes in land use are proposed, the cost to the municipality of schools, of materials, and of municipal services such as roads, is carefully calculated. But little comparable attempt is made to calculate the over-all cost of the welfare services that will be needed. We at present use the skills of experienced social workers in making surveys of slum properties and deteriorating communities--surely a similar use should be made of them at the planning stage. When proposals for dwellings and ground space are considered, greater attention should be given to the ancillary community social services which will be necessary.
9. The importance of social planning should be increasingly recognized in municipal obligations and a considerable increase in the level of support of the Council's services through increased government grants is recommended.

Establishing Priorities for Servicing and Financing

10. There is wide community acceptance, at least in principle, for the need to establish over-all priorities for the allocation of funds to

welfare, health, and recreation services, but this must be predicated on government-voluntary co-operation. The Council has been preparing priorities reports for a number of years but these have been limited to recommending priorities for the financing of local services participating in the United Appeal. They are prepared on an annual basis and are not based on any precisely formulated long-term projections of needs and resources. Therefore, in Metropolitan Toronto there is still to be developed a comprehensive priorities system embracing all services: government, United Community Fund, and voluntary non-Fund.

11. There are several essential elements in an adequate priority system. Priorities should be related to changes or trends in needs and resources over a period of at least five years. Such a period is necessary if objectives are to be established which adequately reflect community needs. The basic approach to priorities should be understandable and acceptable to the community at large and usable by lay and staff members of social service organizations. The planning should consider the costs of a service, as compared to the costs to the community if it were not provided, and the costs of alternative means of providing the service. However, comparative costs should be only one of the major factors in reaching a decision regarding any particular service. Generally, information on costs, derived wherever possible from accounting and budgeting based on the functions or services provided, should be available, along with other information on the nature of different services. This is important for public as well as voluntary services.
12. In view of the importance of a comprehensive approach to the problem of priorities, a Needs and Resources Commission should be established,* with the assistance of the Council, appropriate government departments, the United Community Fund, and non-Fund agencies, for the general purpose of developing priorities. Such a Commission would not be attempting to assess priorities between agencies and/or departments, but would attempt to assess priorities between needs.

*Recommendation 102, p. 155, Needs and Resources Report.

13. It is essential that local municipal governments fully participate in the development and functioning of such a body if general priority setting is to become a fact. It is therefore recommended:

That the Royal Commission on Metropolitan Toronto consider the need for establishing general community priorities for health, welfare and recreation when reviewing the functions of municipal government and its relationships with the voluntary services.

Recreation

14. Of all the fields of service, recreation appears to be the one in which there is the greatest lack of co-ordinated planning. It is highlighted in this Brief as an example of the need for greater government and voluntary planning and co-ordination.
15. Co-ordinating services and instituting long-range planning in this field present exceptional problems. For example, within the Provincial Government alone there are six departments with more than thirty branches administering legislation in this field. In Metropolitan Toronto there are eleven municipal recreation committees, thirteen municipal parks departments, eleven boards of education, three separate school boards, and nine planning committees--all of which have some responsibility for the type, scope, and standards of service. In addition, the number of voluntary organizations and agencies offering leisure-time group services can be calculated only approximately, but at least some seventy separate bodies are known to the Council.
16. Geographically, there is a great variation in the provision of services throughout Metro. Services range from abundance to virtually nil. There are great disparities in fee policies and charges between and among both public and voluntary agencies, ranging from no fees to full cost of services. It is apparent that services for boys predominate.

17. From a practical standpoint alone there should be concern for the lack of co-ordinated planning. The financial resources available for all recreation services must be viewed in total and not separately. For example, the late Mayor Summerville in his inaugural address (January, 1963) proposed that "the Parks and Recreation Committee consider a priority program for youth recreation centres throughout the City". The question is then raised of the effect on existing groups or organizations providing services. It prompts the question of the most effective use of the total financial resources, and questions about the possible duplication of facilities.
18. During 1962 total operating expenditures of municipal recreation and parks departments in Metropolitan Toronto reached \$6.5 million. Voluntary agencies of the United Community Fund had gross operating expenditures of \$4 million to provide "recreation" services. Expenditures of the many other voluntary groups, including churches, would certainly reach sizable proportions. Capital expenditures vary over the years, but based on the past five years' experience and on presently known future plans these might very well reach an average of \$3 million to \$4 million annually over the next five years. These figures do not include appropriations for parks nor any portion of costs borne by Boards of Education who provide many facilities, some at no cost.
19. Because of the obvious and serious need for co-ordinated planning in this field in Metro, it would be impossible for either the United Community Fund or a municipal council alone to make decisions as to the level of over-all financial support required to provide the necessary recreation services in Metropolitan Toronto.
20. As an initial step in solving this problem, the Municipality of Metropolitan Toronto and the area municipalities are urged* to co-operate with the Council in establishing a special committee to bring about co-ordinated planning and clarification of roles and functions of both government and voluntary services in the recreation field.

*Recommendation 49, p. 113, Needs and Resources Report.

21. Such a committee might be expected to provide standards and criteria for determining recreation needs throughout Metropolitan Toronto; to suggest practical steps towards better distribution of existing services and development of new services; to recommend the relative responsibility of government and non-government organizations in meeting present and future needs in the recreation field; and to consider the extent to which use is made of schools, churches, and other community buildings with a view to keeping at a minimum the need to erect new recreation buildings.

II. GRANTS AND PAYMENTS TO VOLUNTARY AGENCIES

22. The financing of services requires considerable attention particularly in view of the problem of the gap between the need for services and the amounts of money available in this rapidly growing metropolis.* Of particular importance are the subjects of municipal payments and grants to voluntary agencies.
23. All levels of government support the need for voluntary organizations, work with them, and often give service in the same field. However, as the community has enlarged, channels of communication have become more difficult and arrangements between voluntary organizations and government have become very complicated.
24. The tremendous growth of both government and voluntary programs, and the discrepancy between needs and resources, suggest that a careful examination of the divisions of responsibilities between government and voluntary groups should be made and new devices created for cooperation in determining the changing roles of each. The study "Voluntary Health and Welfare Agencies in the United States"*** puts the situation well:

"Because of the sweeping changes in the last two decades voluntary agencies and government should develop a more effective alliance than now exists.... Separate or exclusive functions cannot be defined, as many people think they can, on the basis of general, universally applicable principles. What is important is that voluntary agencies not be used as a means to oppose the development of government services, but rather to augment and strengthen the total of all services."

The voluntary nature of an organization is preserved through its ability to decide the scope, nature and policies of its total program and the conditions under which it will provide services, either to government or to any group or individual in the community. A voluntary organization may receive a very high percentage of its total budget from government but this does not mean that it is losing its autonomy or its voluntary status.

*This is presented in considerable detail in Chapter IV of the Needs and Resources Report and in a Workshop Paper on Financing prepared during the Study.

***Hamlin, R. H. Voluntary Health and Welfare Agencies in the United States. Schoolmasters' Press. 1961.

11.

Legislative Payments to Voluntary Organizations

25. Under legislation, municipalities do pay voluntary organizations for those services which have been recognized by government as necessary. Frequently the legislation provides for joint sharing of the costs by the province and the municipality and the service may be a mandatory one (e.g., care of neglected children), or permissive (e.g., day nurseries). It is both practical and economical for the government to purchase some of these services from voluntary organizations and the consideration for determining whether the government should purchase service should be (a) the demonstrated ability of the voluntary agency to carry all or part of the services as economically and efficiently as the government; (b) the readiness of government to delegate responsibility to the voluntary agency and provide advice, standards and regulations coupled with the readiness of the agency to write reports and to permit scrutiny of records and review of reports by government officials; and (c) the nature of the service under consideration, for example, homes for unmarried mothers where small units of service may be desirable.*
26. It is important, however, that certain principles be applied by government when reimbursing a voluntary organization. Payments should be at the actual cost of the service or of a comparable government program; arrangements should be specifically covered by contract; and the voluntary organization should be responsible for costs of providing service over and above those provided at the time in government institutions.** While the implementation of these principles depends on provincial legislation to provide for reimbursement of local municipalities, it also depends upon the willingness of a municipality to implement the legislation. In an area such as Metropolitan Toronto, where there are thirteen municipalities, there are obvious difficulties in obtaining Metro-wide application of these principles and a recommendation that the Metropolitan Council become the municipality for purposes of certain legislation is made in another section of this Brief.

*See p. 180, Needs and Resources Report.

**Recommendations 120-122; pp. 181-2, Needs and Resources Report.

General Government Grants to Voluntary Organizations

27. Each of the thirteen area municipalities and Metropolitan Toronto make grants to a variety of welfare, cultural, and community groups. General municipal grants to just a few of the many welfare, health, and recreation organizations--most of which make a general appeal to the public--tend to confuse the public. Instead, municipal and other government grants should be given for designated purposes and only to organizations whose standards meet accepted criteria. (A statement of criteria is contained on Page 265 of the Report.)
28. The Council has already recommended to the Metropolitan Special Grants Committee certain principles* which should be the basis for making grants. These have largely been incorporated in recent policy statements of the Metropolitan Committee, and are included here as the basis on which such grants should be made:

General grants to voluntary organizations should be discontinued by municipalities and replaced by grants in support of designated purposes, e.g. grants under the Municipality of Metropolitan Toronto Act should be made in support of specific projects and services, including research undertakings, needs and resources studies, demonstrations, pilot projects, and major extensions of services to new areas of the Metropolitan community.

Designated grants should be made on a term basis where appropriate, rather than on an annual basis, recognizing that one Council cannot legally commit the next Council but that precedents do exist, such as capital grants.

Projects should be reviewed annually to assure progress as a basis for continuation of the grant, and reviewed at the end of the grant period to determine whether it should be terminated, receive a further special grant, or be transferred to general community voluntary support or to general government financing.

*See pp. 184-6, Needs and Resources Report.

Organizations now receiving municipal grants for programs which do not duplicate the work of other organizations and whose standards meet accepted criteria should continue to receive such grants until agreement can be reached with the Municipality and the Province with respect to new financing formulae and new criteria, and a plan of implementation initiated.

29. The Council recommends:

That the above criteria should be used as the basis for making general municipal grants in Metropolitan Toronto.

30. The amount of money available for general grants under Section 258 of The Municipality of Metropolitan Toronto Act*, and for which there is no express authority provided by any other Act, is limited to a maximum of \$250,000. In 1963 the allocation was reduced to \$240,000 and grants totalling \$233,970 were made to arts organizations (73%), and other organizations (including health, welfare and recreation services) (27%). As there is no distinction in the legislation between grants for the arts and those for health, welfare and recreation organizations there is also concern that this can place the two groups of organizations in a position of competing for available funds.
31. The maximum of \$250,000 was established in 1956 and now needs to be raised in view of conditions eight years later. A proposal to allocate up to a tenth of a mill of the Metro tax rate for such purposes was considered by the Metropolitan Special Grants Committee in 1963** but no decision has been reached. The proposal would currently provide more than \$400,000 for distribution.

*Revised Statutes of Ontario, 1960, Chap. 260, as amended.

**Reported in Globe and Mail, June 15, 1963.

32. The Council therefore recommends:

That the basis for allocating funds by the Municipality for grants to voluntary organizations bear a relationship to the growth of the community, i.e., a proportion of a mill as proposed by the Special Grants Committee, or a per capita amount, and that the resulting amount needs to be considerably more than that at present allowed.

It is further recommended that grants in respect to health, welfare and recreation organizations be considered separately from the arts organizations.

33. The Council has been urged* to discuss with the appropriate government departments the means whereby these departments, together with the Council, the United Community Fund, and non-Fund agencies, might study and review present policies and practices with regard to operating grants, capital grants, and other assistance to voluntary agencies and consider further criteria and guiding principles that might be of use to governments in reviewing and reassessing policy in this regard.

*Recommendation 134, p. 186, Needs and Resources Report.

III. GENERAL WELFARE ASSISTANCE

34. Under provincial legislation each of the thirteen municipalities in Metropolitan Toronto administers and provides general welfare assistance, supplementary assistance, and optional services as it may decide. The Municipality of Metropolitan Toronto also has a department of welfare and housing which administers other welfare services, including homes for the aged, hospitalization for indigents, and services provided by the two Children's Aid Societies.
35. The fact that certain services are optional, and that the interpretation of the legislation differs, creates inequalities in the provision of services among the thirteen area municipalities. Studies undertaken by the Social Planning Council between 1955 and 1961 made it possible to compare amounts paid to recipients of mandatory welfare assistance who move from one area municipality to another. It was learned that in some instances the allowance granted to a recipient varied appreciably as he moved out of one area municipality and into another. This was the case even when the other resources and circumstances of the recipient remained constant.
36. The Multi-Use Study (conducted as part of the Needs and Resources Study) gives a further indication of the problem. This study showed that there was duplication of effort in the provision of material assistance to people in Metro. It is appropriate for a voluntary agency to give material assistance in emergency situations, but public assistance should be sufficient to meet basic requirements without supplementation from other sources. Supplementation by a voluntary agency is wasteful in terms of both time and effort and is damaging to families who have to go to more than one agency in order to meet their financial requirements. The Multi-Use Study showed that among 400 cases in which two organizations were used, the combination of public welfare with a counselling service occurred most frequently. The availability in public welfare departments of casework services and counselling on budgeting and management could help families to make maximum use of the assistance provided and would do much to eliminate the need for other agencies to become involved with families served by public departments.

37. An amendment to the Municipality of Metropolitan Toronto Act was passed in April, 1963.* This amendment provides for the municipal share of the costs of mandatory services to be paid by Metropolitan Council. This will have the very desirable advantage of bringing about a more equitable distribution of costs but area municipalities continue to set their own policies regarding levels and standards of assistance. Therefore variations and irregularities presumably would continue to exist.

38. It is therefore recommended:**

That the operation of all public assistance programs be based on sound and clearly defined standards with respect to the amount of assistance, at a level consistent with health and decency, with adequate provision for qualified staff to administer the programs, and to provide casework and counselling services.

39. A report prepared for the Metropolitan Toronto Welfare and Housing Committee in 1962 compared welfare costs of the area municipalities. Net costs per capita ranged from \$5.89 (City of Toronto) to a low of \$0.22. While the range of costs is representative of financial problems, it is also used as an argument that the services are not needed in certain areas. The experience of voluntary agencies who serve the area municipalities is that most of the services for which there is legislative provision are needed in the various area municipalities as well as in the older core of the City.

40. One result of the wide variations among area municipalities in services provided under both mandatory and optional legislation is that the voluntary organizations, in some instances, are carrying an unfair burden for financial assistance. In addition, they are carrying a larger proportion of the cost of other services, such as nursing and homemaker services, than would be necessary if the legislation were implemented.

*The Municipality of Metropolitan Toronto Amendment Act, 1962-3, Statutes of Ontario, 1962-3, Chap. 89, Sect. 9.

**Recommendation 1, p. 77, Needs and Resources Report.

41. Provincial legislation in fields of welfare, health and recreation, if fully implemented, could result in effective programs. The problem arises when municipalities choose not to implement the legislation or where they do not provide sufficient trained staff to enable them to give service of the high standard and broad coverage which the legislation envisaged.
42. Obviously the size of the welfare department is an important consideration if minimum standards of quality and quantity of service are to be accepted and met. Considerable attention was given to the question of the integration of all the public welfare departments, as well as public health departments, in Metropolitan Toronto, realizing that the question of integration of public services is a highly controversial and political issue. There was no unanimity on this matter although a majority of those making submissions and attending workshops during the Study were in favour of some type of integration, but emphasized that the concern of the Needs and Resources Study was the meeting of human needs by making the best use of resources.
43. The Social Planning Council does not recommend either for or against amalgamation or any particular size or type of municipal department structure. The Council does urge, however, that the considerations outlined in this Brief be given consideration when weighing the pros and cons of various alternatives. Services in the welfare, health and recreation fields must be administered in such a way as to keep the government sensitive to the changing needs of the people in the community. Many of the municipalities, having developed a very close working relationship with volunteer groups, fear that with integration of welfare services there would be a tendency for services to become less personal, for the local citizens to have less interest, and for the volunteer endeavour to become diluted. Others fear that standards will be brought down to the lowest level rather than raised to the highest level, and it is important that where present standards are high in certain municipalities these are not adversely affected. None of these things need necessarily happen if the administrative organization is flexible, good standards are maintained, and the local community is kept close to the development of the services.

44. An integration of mandatory welfare services is only part of the solution in achieving more uniform and satisfactory services throughout the entire area. All welfare services in Metropolitan Toronto provided under legislation, whether mandatory, optional, or permissive, should be organized through some type of central administration as many of the services which are optional are indispensable to a well-balanced program of health and welfare. The Council strongly supports the view that these services should be equally available to individuals and families with the same needs, no matter where they live in Metropolitan Toronto.

45. The following recommendation in the Report (No. 3, p. 79) is, therefore, specifically drawn to the attention of the Commission:

That a system of integration of both the health services and the welfare services within the Metropolitan area be worked out which will ensure uniform and equitable standards of services and coverage for all who live within the boundaries of Metropolitan Toronto and which will be set up in such a way as to provide for flexible administration, to ensure a sensitive but efficient administration of these services.

46. Improvements in welfare services which are advocated could be a heavy financial burden on the municipality because of increased administrative as well as service costs. The 80% share of welfare expenditures met by the senior levels of government now applies only to allowances. Federal and Provincial Governments should give consideration to the extension of present cost-sharing to include administrative and other service costs, as well as costs of allowances.* This would facilitate the development of adequate casework and counselling services by the municipal public welfare departments for such of their clients who require them.

*Recommendation 113, p. 177, Needs and Resources Report.

IV. SERVICES FOR CHILDREN AND YOUTH

47. In 1961 there were almost 280,000 children in Metropolitan Toronto five to fourteen years of age, or more than double the number in 1951. By 1966, older children and teenagers will account for one out of every four persons in Metropolitan Toronto. There are in the outer suburbs of Metro about half again as many children and adolescents as in the City, a predominance which is expected to continue in the years ahead. The rapid growth in child and teenage population, the increase in social and emotional problems as shown by statistics on juvenile delinquency and the numbers of teenage unmarried parents, indicate that children and youth services will need to be given high priority in the Metropolitan area.
48. While statistics on delinquency have many limitations it should be noted that the number of offenders apprehended by the Metropolitan Toronto Police Youth Bureau increased from 4,229 to 6,314, between 1960 to 1962, an increase of about 50 per cent. Of those apprehended in 1962, 3,738 were brought to Juvenile Court. Direct referral to community agencies, however, was made in only twenty-eight instances. If more services were available to serve youth, many of the children brought before the Court could be referred to the agencies for help. This lack of services is particularly acute in suburban areas.
49. Marked increases in the number of teenage unmarried parents are shown in statistics of the two Children's Aid Societies and there is community-wide concern about the increase in teenage prostitution. The problem of school "drop-outs" is receiving national attention, and social and emotional problems, along with academic problems, are significant factors in a youngster dropping out of school.
50. The needed services identified most frequently in the submissions to the Study were expansion of casework services, particularly in the suburban areas; expansion of educational and vocational counselling and psychiatric services throughout the Metropolitan area;

group homes, hostels, supervised residences and other types of supervised living accommodation; and a co-ordinated program to help those young people who are not being reached by the existing organizations. In view of the overwhelming evidence, there is need for aggressive co-ordinated community action.

School Guidance Programs

51. School guidance programs, concerned mainly with assisting students in educational planning, vocational selection and preparation, have been established by some Boards of Education. Usually counselling in relation to social problems is not part of the program, although in some areas the schools give psychological assessment and/or some help with emotional problems. In the City of Toronto, school officials recently made recommendations pointing to the need for increased staff in its Child Guidance Department.
52. More often, children with serious problems may be referred to other community services. But the limited focus of many of these programs, and the limited number of available qualified personnel, means that treatment is sought only when problems become acute. In addition, most child guidance clinics and social agencies have long waiting lists.
53. No organization in the community is in daily contact with as many children as the schools and it is often in the area of school achievement that the symptoms of underlying disturbance appear. This gives the school a unique opportunity for early detection of troubled children and referral to appropriate community resources.
54. It is therefore recommended:*

That all Boards of Education in Metropolitan Toronto give consideration to the establishment of a co-ordinated department of school social services, with social workers and psychologists on staff. The function of this department would be to work with children and families around education and behaviour problems, and to assess situations where referral should be made to other community organizations.

*Recommendation 24, p. 91, Needs and Resources Report.

There is concern that the establishment of such badly needed school social services throughout Metro would be difficult with the existing variations among the several school systems. Wide discrepancies exist in the available psychological and assessment services and expansion of services leads to competition for limited staff and further complicates the problem of inequitable distribution throughout the Metro area. However, the Council emphasizes that equitable services should be the goal and an important criterion for deciding changes in functions and structure of the school system in Metro.

"Hard-To-Reach" Youth

55. "Hard-to-reach" youth are of special concern. These are youngsters who manifest their delinquency by erratic, destructive behaviour and who cannot fit into the programs for "normal" teenagers. Only a small minority ever get to a social agency. They may be found among all social classes and areas in Metro and constitute a significant portion of the school drop-outs, the unskilled, the unemployed, the delinquent, and the pre-delinquent. Experience suggests these could be 15 per cent. of the youth population, or 20,000. Unless new and effective ways are found for working with these adolescents, Toronto will have serious problems in this regard in the future.
56. The use of "detached" workers to reach these youngsters, by agencies such as the settlements and the "Y"s, has had some success. These workers have found that troubled youth can be helped by an adult who understands, but does not accept, their deviant behaviour. More is to be learned about how to use this approach and how it can be fitted into the total structure of community services for youth.
57. There is need for a new agency* which should have as one of its primary objectives the accumulation of a body of knowledge and experience that can be incorporated, after testing, into the programs of existing agencies. The agency should provide direct service to a select group of adolescent boys and girls whose problems cannot be met by other community organizations. Consultants from a

*Recommendation 28, p. 93, Needs and Resources Report.

variety of professions and backgrounds, such as psychology, psychiatry, general medicine, sociology, criminology, educational and vocational counselling, should be employed.

58. During 1963, the Metropolitan Council's Executive Committee showed considerable concern about the problems of youth and delinquency. In April of 1964, the Social Planning Council will hold a Consultation for Action on Unreached Youth which has received the endorsement of Metro's Executive Committee. There is a very real need for greater co-ordination and more positive leadership to be given in the whole field of youth services and particularly those required by the "unreached" youth. Certainly the problem requires the active interest and involvement of government agencies. The extent of government involvement and municipal responsibility in other cities such as New York and Buffalo is indicated by the establishment of official Youth Boards, responsible to the Mayor, in the belief that an official agency is necessary to provide the required resources and authority for action.

59. It is expected that the Social Planning Council's Consultation for Action on Unreached Youth will produce a workable plan for Metropolitan Toronto and the Council would like to forward details of this to the Commission as a supplement to this Brief in the event that there are implications for the responsibilities and functions of the Metropolitan and area municipalities.

Juvenile and Family Court Services

60. Juvenile and Family Court services need to be expanded and decentralized* but the problem appears essentially financial in nature. The Metropolitan Toronto Juvenile and Family Court is maintained by the Metropolitan Corporation in accordance with The Juvenile and Family Court Act (Revision, 1960-1, Section 16). The Act authorizes the Attorney General to appoint the staff of the Court which is named in the Act and to fix salaries (stenographers and other persons not named are appointed by the municipality), but it is the responsibility

*Recommendation 71, p. 130, Needs and Resources Report.

of Metropolitan Toronto to pay these salaries and all other costs of maintaining the Court. Budget submissions for the Court have included the additional staff necessary to establish suburban court offices but the Metropolitan Toronto Executive Committee has taken the position that Metro's financial resources cannot meet increased costs under existing financial arrangements.

61. The division of authority and responsibility for the Court which now exists between the Provincial and the Municipal levels of government creates an extremely difficult situation in which needed extension services for the Metro area are not being provided. Metropolitan Chairman, William Allen, has proposed that the entire field of administration of justice costs be reviewed by the Department of the Attorney General because the cost to Metropolitan Toronto is fast approaching the breaking point.*
62. The Council is hopeful that the results of such a review, and of the findings of the Royal Commission, will provide solutions to the serious problems which now exist.

Day Care Services

63. The lack of day care services for children of working mothers and incapacitated mothers, particularly in areas outside of the City of Toronto, is a serious problem which has been emphasized by public departments and voluntary family counselling agencies.
64. Day nurseries may be established or sponsored by a municipality by municipal by-law, with the provincial government paying one-half of the amount paid out or contributed by the local municipality. A day nursery, according to the Day Nurseries Act, is a place which receives for temporary custody on a daily or hourly basis more than three children under seven years of age. Parents pay fees on a sliding fee schedule according to their ability to pay.

*Letter to the Social Planning Council, April 18, 1963.

65. In the City of Toronto, where the child population under age five is about half as large as the suburban child population, there are twenty day nurseries, eleven of which are either operated by the City or receive public support. By comparison, there are thirteen day nurseries in Metro outside of the City of Toronto, only one of which receives public support, to serve twice as many children under five years of age, or over 100,000 children. There has been recent consideration given by North York Township to establishing such services in the Lawrence Heights Housing Project.
66. The following recommendations* for the provision of more adequate day nursery services throughout Metropolitan Toronto are therefore submitted:

That because day care for children of working mothers is not available in many areas of Metropolitan Toronto, the Metropolitan Corporation or area municipalities give consideration to taking immediate and necessary steps to establish or finance day nurseries throughout the Metropolitan area under The Day Nurseries Act; and

That implementation of The Day Nurseries Act not be limited to full day care of children of working mothers, but should be available to all children who require day care for economic, social or emotional reasons, either on a full-day or part-day basis.

67. Voluntary support of day care should be reserved for those aspects of day care work which have not been accepted as a government responsibility under the regulations of The Day Nurseries Act.

Children in Care

68. Financing services for children in care of a voluntary agency is of particular concern.** Under The Municipality of Metropolitan Toronto Act, and a subsequent by-law passed by Metropolitan Council,

*Recommendations 117-8, p. 179, Needs and Resources Report.

**Page 191 of the Needs and Resources Report.

Metro has accepted full responsibility for the costs of all children in the care of the two Children's Aid Societies.

69. On the other hand, if a child is accepted for care by other agencies, it is not the Municipality of Metropolitan Toronto but individual municipalities which provide whatever financial support is available. The City of Toronto, by special arrangement with the Children's Aid Societies, reimburses these other agencies at a per diem rate for the cost of the care of children who are eligible for public support and who reside and have legal residence in the City. No other municipality in Metro has such an agreement. In the few situations where other area municipalities have undertaken responsibility, it has been on a case-by-case decision, and only for families who are in receipt of general welfare assistance.

70. In order to provide equitable and more uniform services throughout Metropolitan Toronto, it is recommended:

That the Municipality of Metropolitan Toronto assume the entire municipal responsibility for support which is made available to agencies, other than Children's Aid Societies, providing child care services.

V. HOSPITAL SERVICES

71. The serious problem of providing Metropolitan Toronto with adequate hospital facilities should be an important concern of the Royal Commission. A major Survey of Hospital Needs in Metropolitan Toronto is at present in progress. Part 6 of the Survey, dealing with children's hospital services, was published in 1962, and Part 5, dealing with active treatment beds, was issued in 1963. These reports point out the general shortage of active treatment beds (a present shortage of 2,360 beds, and an anticipated shortage of 6,172 beds between 1963 and 1980); the serious shortage of hospital beds for the care of children; the urgent need for treatment facilities for emotionally disturbed children on both an in-patient and out-patient basis; and present specific proposals for extensions and locations of new hospitals in the Metro area.
72. Of the twenty-one public hospitals in Metro, thirteen have indicated their intention to provide more beds and facilities. In addition, six new hospitals should be constructed by 1970, and an additional three by 1980, if the needs of the rapidly growing population are to be served. At a capital cost of \$20,000 per active treatment bed, the magnitude of financing some 2,300 to 6,100 additional beds is apparent.
73. Government grants for capital costs available to Metro hospitals cover two-thirds of the per-bed cost: one-third Provincial, one-sixth Federal, and one-sixth from the Metropolitan Corporation. The recent decision of the Metropolitan Council to re-institute hospital grants is to be commended although there still remains one-third of the cost, plus some \$3,000 per-bed for furnishings, to be raised by voluntary community support.
74. The nature of the Metropolitan area and the magnitude of the problem means that this is much more than a matter of financing. It is a problem of planning which must be tackled on the Metropolitan level, at least. There are, of course, many indications of the realization of this, as exemplified by the current hospital survey and the

increasing role of the Ontario Hospital Services Commission in planning. But it is an immediate and urgent Metropolitan problem requiring strong leadership and action.

75. It is therefore recommended:

That the Metropolitan Council take the initiative to see that a special advisory body is established with the necessary authority to plan and stimulate development of hospital services in Metropolitan Toronto.

76. There is at present a Hospital Council of Metropolitan Toronto which should be a nucleus for such an advisory body, with appropriate representation from other groups concerned.

VI. A PROPOSAL FOR WELFARE CENTRES

77. The problem of the lack of services in the suburban areas, particularly family, youth counselling, protection and day care services, was identified more frequently in agency submissions to the Needs and Resources Study than any other. Spot maps of the services* show clearly that population growth, along with the complex problems of a highly urbanized area, out-stripped the capacity of the voluntary organizations to serve the entire Metropolitan area. Since the suburbs, particularly the outer suburbs, are largely settled by families with children, expansion and decentralization of these services in the suburban areas is a major need.
78. In planning for future services, there would be distinct advantages if a number of agencies, government and voluntary, were to locate in one centre. This could effect savings in overhead and would achieve improved liaison between agencies working with the same families. Where public health, public welfare, and voluntary social agencies have located in one centre in the past, a greater degree of understanding and inter-agency co-operation resulted. For example, experience has shown that in Scarborough and Etobicoke, where welfare and health departments are now housed in the same building, there are closer working relationships.
79. The Council urges**the collaboration of social agencies, municipalities and the Metropolitan Corporation in exploring appropriate locations for the establishment of one or more Health and Welfare Centres in which the local health and welfare departments and other social agencies such as a family agency, homemaker service and a branch of the Juvenile and Family Court could be lodged.
80. It is hoped that municipal responsibilities will permit, and indeed encourage, action along these lines and that senior levels of government will assist municipalities in the acquisition of land and the establishment of such centres.***

*Contained in the Needs and Resources Report.

**Recommendation 18, p. 87, Needs and Resources Report.

***Recommendation 19, p. 88, Needs and Resources Report.

VII. HOUSING

81. Inadequate housing has long been recognized as a major cause and complicating factor of many social and health problems. While there are few districts in Metropolitan Toronto that can be described as slums in the usual sense of the word, there are many sections where deteriorated housing is found. Overcrowding in some neighbourhoods of the City is a problem to-day, as it has been for many years, and the problem is also found in the suburbs where the 1961 census recorded over 20,000 crowded dwellings, and where more than half of the applicants for public housing live. The detrimental effect on family life resulting from living in overcrowded rooms, lack of privacy, and inadequate facilities, is appalling, and the relationship between health problems and sub-standard housing is obvious.
82. Public housing began in Metropolitan Toronto with the creation of Regent Park in 1948, and at one point in the 1950's sixty per cent of all public housing in Canada was found here. Since 1948, two public housing authorities and three municipal limited-dividend housing companies have been created and over 5,000 units of housing provided for families and senior citizens, with a variety of rent scales, subsidization patterns and admission requirements. Not only are the local area municipalities and the Metropolitan Council involved, but the Provincial Government appoints one of the two housing authorities,* the Metropolitan Toronto Housing Authority, which despite its name is an agent of the Provincial Government.
83. Low-rent housing needs are the concern of the entire Metropolitan area and existing programs under public control should be unified into one public housing program in which rent scales, subsidies, admission policies and administration will be more uniform than they are now.
84. The problem is amply indicated by the present procedure necessary to obtain publicly-owned housing in Metropolitan Toronto. It is long and complicated. The municipality, usually Metropolitan

*The other is the Housing Authority of Toronto.

Toronto, which has reason to believe that there is a need, applies to the Federal and Provincial governments. In partnership, the senior governments undertake a survey of the need and proceed to design and construct a specific public housing project. All elements of planning and building, and any changes in plans, are subject to consultations and examination by three or more levels of government, a process which is cumbersome, time-consuming and undoubtedly costly. When negotiations with the senior levels of government have been completed, there is then the problem of obtaining approval from the local municipality in the form of zoning by-laws and subdivision plans for the proposed site. In the past, suburban municipalities have agreed to public housing projects only after considerable discussion and very long delays.

85. There is a great need for a rapid increase in the amount of public housing available, particularly for low-income families, and throughout Metropolitan Toronto. In order to achieve this goal some significant changes in the structure and process of all publicly-owned housing programs are required.

Steps should be taken as quickly as possible to co-ordinate the work of the various local housing authorities in Metropolitan Toronto, by bringing them together under one administration.*

Recognizing that public housing is a local task which can be more soundly administered by local government attuned to the needs of this urban area, a unified program should be created and administered by a housing agency of the Metropolitan Council rather than by one appointed by the Province.

As public housing is related to the planning of neighbourhoods, subdivisions, and larger urban districts, the local housing agency as proposed

*Recommendation 110, p. 163, Needs and Resources Report.

above should be empowered, with the approval of the Metropolitan Council:

- a) To conduct studies of housing need;
- b) To negotiate with the senior governments for financing of housing programs;
- c) To plan, design and construct publicly-owned housing; and
- d) To determine sites in consultation with local municipalities, and with disagreements between the Metropolitan Council and the local municipality being referred to the Ontario Municipal Board.

Because of the local nature of public housing programs, the Federal and Provincial governments should discontinue their direct activities in the design, construction, and management of public housing; but, as they provide as much as 92 $\frac{1}{2}$ % of the financing for most of the housing projects, they should retain the power to review and set minimum standards of construction and management, as provided in other public works programs.

Housing and Shelter Care for the Aged

86. Suitable locations for housing for elderly persons and some modification of traditional concepts of housing are important and are required. Recent proposals by the Provincial Housing Branch, plans for Thistletown housing development and those of at least one local voluntary home (Jewish Home for the Aged), are indicative of more imaginative approaches to providing various types of accommodation and services. Generally these proposals envisage integrated programs of shelter and care which, through the provision of apartments, group living facilities and nursing care and social and recreational facilities, provide for a wide range of needs.

87. An effective alternative to institutional care is through boarding and foster home programs which have the advantage of not requiring large capital expenditures. A supervised boarding home program is operated by Metropolitan Toronto in conjunction with Metro homes for the aged. One family agency provides a foster home program as an extension of casework services for the aged, but the problem of finding suitable foster homes in areas having appropriate zoning by-laws, however, limits the program.
88. It is therefore important that government and voluntary organizations give consideration to the extension of boarding and foster home programs and the development of co-operative residences and low-rental apartments as alternatives to institutional care for well older people. In planning future housing for old people under government auspices more flexible and varied patterns of living arrangements in proximity to transportation and community services should be considered.*
89. There are many current and increasing proposals from voluntary groups to build and operate homes for the aged. However, government has accepted responsibility for the institutional care for the aged, and principles set forth in the Report, and included in this Brief in the section on financing, suggest the basis for legislative payments for services provided by voluntary organizations.
90. It is therefore recommended:**

That, through purchase of service, Metropolitan Toronto meet the full cost incurred by voluntary homes for those persons who otherwise would be eligible for care in a Metro home, or, at least, costs so incurred up to the actual per diem cost in its own comparable institutions.

*Recommendation 37, p. 103, Needs and Resources Report.

**Recommendation 124, p. 182, Needs and Resources Report.

91. The proposed purchase of service from voluntary homes would require an amendment to the present Metropolitan Toronto Act which permits Metro to make capital grants to voluntary homes, but not to purchase service from them. It is recognized that Metro might be unwilling to adopt this principle of purchase of service, unless it was on a sharing basis with the Provincial Government. A logical formula would be for the Province to reimburse Metro for persons it places in voluntary homes on the same basis as for persons placed in municipal homes, namely 75% of the net cost, up to a maximum.
92. This type of financing could also lead to much more effective co-ordination and integration of institutional and hospital care of the elderly in Metropolitan Toronto. A recently completed study on Homes for the Aged, done by the Social Planning Council, noted that the growth of institutional facilities has also brought more co-ordinated planning. The municipality of Metropolitan Toronto is developing a co-ordinated program of services extending from housing to chronic care. The introduction of the Ontario Hospital Insurance Program has led to clearer definition of the respective roles of chronic and convalescent homes, of nursing homes, and homes for the aged, while the co-ordination of institutional programs with other facilities has been more limited among private institutions. The Jewish Home for the Aged, Baycrest Geriatric Hospital, and New Mount Sinai Hospital have developed a co-ordinated approach to the care of the aged. Close working relationships exist among Roman Catholic institutions--Providence Villa, Providence Hospital and St. Michael's Hospital. The possibility of greater integration of services between hospitals and homes for the aged needs exploration.
93. In its studies of the needs of the aged the Council has continually emphasized the needs for services to enable older people to remain in the community as long as possible. Important among these are day-care centres to provide a co-ordinated program of group activities, counselling, meals and other related services, and sheltered workshops.

94. These services should be developed under various auspices including institutions for the aged. Metropolitan Toronto has made considerable progress in providing homes for the aged and, with present facilities, Metro is probably in a position to take the lead in services for the aged.

VIII. VISITING NURSES AND HOMEMAKERS

95. Visiting nurse and homemaker services have demonstrated their essential place in the network of a community's welfare and health services. The Provincial Government recognized the need to assist in the financing of services for persons unable to pay for the services and enacted The Homemakers and Nurses Services Act in 1958.
96. Visiting Nurses Services, under this Act, may be furnished on the basis of home visits to a person who is elderly, handicapped, ill or convalescent, where a physician certifies that such services are necessary to enable the person to remain in his own home or to make possible his return to his home from a hospital or other institution. Fees for such services may be paid in whole or in part by the municipality, as fixed by the regulations. The Province will reimburse the municipality for 50 per cent of the net cost, not exceeding \$1.25 a visit, and patients' fees are based on ability to pay. The legislation is permissive.
97. None of the municipalities in Metropolitan Toronto offer this type of nursing service under municipal auspices but the provincial regulations permit a municipality to purchase nursing services from a voluntary agency. All thirteen municipalities are served by the Victorian Order of Nurses and the St. Elizabeth Visiting Nurses' Association. Only six of the municipalities have implemented that section of the Act permitting the purchase of these services, although six others do make grants to the visiting nursing agencies. The experience of voluntary nursing associations has been, however, that in most instances, when the permissive legislation is implemented, the amount of support from government increases.
98. There are major differences in the amount and basis of support provided by each municipality implementing the legislation. The maximum fee for a visit was set by the regulations at \$2.50 in 1958. The actual cost of a visit now ranges from \$3.65 to \$4.15. The public welfare administration in each municipality interprets the eligibility for services in a wide variety of ways, and while most

administrators usually accept the recommendation of the physician regarding the number of nursing visits required, in one municipality this decision is based on the assessment of need by the Welfare Department. Some municipalities limit the amount that can be paid annually for nursing care visits, and the nursing agency absorbs the subsequent deficits for providing the needed service.

99. Homemaker Services are also being provided in some Metro municipalities under The Homemakers and Nurses Services Act. The Province will reimburse the municipality implementing the legislation for 50 per cent of the net cost of services up to a maximum of \$8.00 a day (or \$1.00 per hour), with the municipality paying the other 50 per cent. However, the cost to the voluntary agencies is frequently substantially higher.
100. Again, visiting homemaker services are not provided in Metropolitan Toronto under municipal auspices but are available in all thirteen municipalities from the Visiting Homemakers' Association or the Canadian Red Cross Society. Six municipalities have implemented the legislation to purchase this service but none of the other municipalities make grants to voluntary agencies in lieu of implementing the visiting homemaker services section of the Act. Although the situation is now changing, there have been considerable variations in municipal policies concerning eligibility requirements where the Act has been implemented. For example, some municipalities only paid for services to families that received assistance from municipal welfare departments, and the amount of liquid assets permitted eligible families among different municipalities ranged from \$250 to \$1,000.
101. It will be realized that under the present situation the voluntary agencies providing these services must enter into negotiations and reach yearly contracts with thirteen separate municipalities. The extent to which the services have been recognized as necessary varies widely, and the process of annual application for grants, bargaining, and the administration of a variety of different agreements, is both time-consuming and costly.

102. For many years, lack of sufficient resources has made it necessary for the agencies to limit services. For example, the Visiting Homemakers' Association has not been able to meet the needs of older people or to accept homes where a homemaker was needed on a long-term basis to prevent breaking up the family. There is an urgent and immediate need to increase both homemaker and nursing services, and voluntary organizations cannot meet the need without additional financial support.

103. It is therefore recommended:*

That the Metropolitan Corporation be classified as a municipality for the purpose of implementing The Homemakers and Nurses Services Act; and that if this is not possible, all thirteen municipalities fully implement the Act.

104. Amendment to The Homemakers and Nurses Services Act is also required to permit government reimbursement to more adequately reflect the costs of services.

*Recommendations 126-7, p. 183, Needs and Resources Report.

IX. SUMMARY AND CONCLUSIONS

105. As noted in the introductory paragraphs, the Social Planning Council's concern is that an effective well-balanced program of health, welfare and recreation services, governmental and voluntary, exist to serve the people of Metropolitan Toronto. The Council's purpose in submitting this Brief is primarily to present extracts and recommendations from the recently completed Study of the Needs and Resources for Community-Supported Welfare, Health and Recreation Services.
106. The Brief does not specifically recommend for or against any particular municipal structure. However, it is our expectation that it will provide a further dimension to the problems of Metropolitan Toronto--a description of some of the problems and the needs to which the Royal Commission is directed and to which the political structure of Metropolitan Toronto must be related.
107. In summary, the Brief:
- emphasizes the need for more social planning and increased government-voluntary collaboration, including the establishment of welfare and health centres;
 - recommends municipal participation with voluntary organizations in establishing priorities for social services;
 - submits proposals regarding municipal special grants, and the purchasing of services from voluntary organizations;
 - emphasizes the need for basic standards of welfare programs, and the integration of public welfare and health services;
 - expresses concern about services for children and youth and particularly the need for child guidance programs in the school systems, services for "hard-to-reach" youth, extension of the Juvenile and Family Court services, and municipal support of children in care;

- recommends the establishment of a planning authority for hospitals;
- recommends changes in existing housing authorities;
- emphasizes the need for more varied types of housing and services for the aged; and
- urges implementation of permissive legislation for visiting nurse and visiting homemaker services.

108. The explosive nature of the growth of Metropolitan Toronto, with an increase in total population from 1,117,470 in 1951 to 1,618,787 in 1961, needs no elaboration. The problem of growth is compounded by the absorption of some 373,000 immigrants since the War; more than 131,500 persons in Metro being above the age of 65; and one-third of the population being children and youth under the age of twenty (to mention only a few aspects of the population growth) thus placing considerable strain on existing welfare services and giving an increasing urgency to the need to develop and maintain sufficient services of good quality.
109. The Council recognizes the dilemma of our modern metropolis which expands to the point of seeming to be unable to provide that sense of community for which the individual longs: a community in which each resident can share in a knowledge of its growth and prosperity, its problems and needs; a community in which the citizen can feel a reasonable sense of closeness to the municipal government and its services, as a taxpayer, a voter, and a resident; a community in which there exists a mutual sense of responsibility.
110. But in so many ways Metropolitan Toronto has become "the community" as mass transportation, invisible municipal boundaries, and a common area of commerce, industry and social life become ever present realities. In terms of social services and the needs of people, it should make no difference in Metropolitan Toronto "which side of the street one lives on". Yet, as is evident in the Needs and

Resources Report, it makes a very great difference on which side of the road--and in what municipality--the unemployed worker or the struggling family lives, as social services strive to expand and to keep pace, as voluntary agencies negotiate with each municipality for support, and there is pressure to increase the quantity and quality of municipal and voluntary services.

111. It is the concern of the Council that the standards and levels of service will be equitable throughout Metropolitan Toronto for any individual or family with the same need, no matter where that individual or family may live. We are also concerned that where good standards of service have been developed over the years these are not lowered as a result of changes which might occur. The Council is concerned that there be a reasonable combination of the Metro-wide centralization of policies and financial arrangements with the decentralization of decision-making, administration and provision of services in ways which develop and maintain local interest and involvement in the services. We are concerned that any unit of administration, with its available resources, is large enough so that services can be staffed by qualified administrators and practitioners, and that no service will suffer from being relegated to a part-time, or "one-man" function.
112. The total resources available in Metropolitan Toronto are surely capable of providing equitably the welfare, health and recreation services that the people need. The Social Planning Council respectfully submits this Brief in the expectation that the provision of adequate social services will be given an important place in the considerations of the Royal Commission.

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